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REPORT

of

Ogden Public School Survey Commission

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State Department of Education

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Ogden City School Board

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Report of Ogden Public School Survey Commission

DEPARTMENT OF THE INTERIOR.

Bureau of Education, Washington.

Division of School Administration.

Mr. J. M. Mills, Supt. of Schools,

Ogden, Utah.

My Dear Mr. Mills: I am sending you a copy of our report as edited by the Editor of this Bureau. It seems to me that you should have an introductory page or two, and that among other things you should call attention to the fact that throughout the report the criticism made in our part regarding the half day plan refers only to the work inside the school. You will find that we recommend credit for work outside the school. Professors Ward and Roylance also treat of this phase of your school situation. A summary of our report, it seems to me, would be an excellent thing.

Please send me several copies of the printed report.

Sincerely yours,

(Signed) W. S. DEFFENBAUGH,

Specialist in School Administration.

OGDEN SCHOOL SURVEY REPORT. OGDEN, UTAH.

INTRODUCTION.

THE HALF DAY SESSION PLAN.

By Supt. J. M. Mlls.

A year ago a proposal was made in Ogden for vitalizing the schools by reorganizing them on an industrial plan, having a half day of academic and a half day of industrial, social and physical work, and in certain cases boys and girls were to be excused from the industrial half day of the school to take their industrial work in some of the approved industries of our city on the co-operative plan, on the theory that the real, practical work of life should be an essential part of our educational system; provided that it shall be thoroughly supervised and that the intellectual, physical and social progress of the student shall not in any way be hampered. Some kinds of work have little or no educational value. Other kinds are injurious to body, mind and morals. The child should be protected by the school from entering such employments. It was also thought that the educational value of earning and saving money was an important thing in the training of young people. This plan was intended to make full use of the school plant all the time—day and evening—the year around. The proper mingling of work, play and study can lengthen the school day without injury to any child, while under the present system the present day is too long. Cramming the child with a mass of unrelated, disconnected, disassociated, meaningless abstract formalities is making a generation of mental dyspeptics unfitted for usefulness. The benefits of longer supervision in related activities are numerous. The rights of every individual child should be safeguarded, and in some cases it is known that the home can provide better training than the school for a part of the time each day. Great care should be taken by the school officers, however, that careless and grasping parents should not exploit their children for mere financial gain. Junior and Senior High School boys and girls may be directed by the home, with great profit, in housekeeping, dairying, cabinet making, gardening and many other occupations, as well as in private lessons in art, music, languages, elocution, etc. The daily program should be such that the book-minded or the hand-minded child can be cared for and his choice under guidance should be encouraged. Many boys and girls, too, could be brought back to school for the academic half day, who are compelled to leave school, continuing the industrial half day away from the school plant. If their necessities demand their full time outside, their academic training could be obtained in the evening school, provided in the Social Center.

The Social Center.

Every school building should be kept open all day and evening. Work, play and study should be the program of each session. Running a school system should receive as much business sense as any other big business. Any other business, after having built a large expensive plant would want to use that plant to its capacity. School buildings are generally used five and a half hours a day, five days in a week, nine months in the year, and stand idle the other half of the time. Why this appalling loss? The Ogden Plan calls for the full use of the plants all the time, each building containing full facilities for

all lines of development—be they manual training, sewing, cooking, swimming, bowling, hand-ball, gymnasium work, reading, lectures, music, dancing, dramatics, or any training wanted by both young and old of both sexes.

Work.

There is no one thing in all the experience of youth that does more to develop men and women of common sense than work. The weakest point in our American school system is that there is little provision for training boys and girls to be useful. A little work scattered along in all the years of the student's life will make him more reliable, his reason more logical, his judgment more sound, his aspirations more lofty, and his ambitions more enduring. The tendency of physical work is to promote and sustain the mental and physical organization in an uninterrupted action of health until it shall be broken up and dissolved in death. Man is kept in life by work, and dies because he will not or cannot work. Every boy should know how to make a living when he leaves school, and every girl how to make and keep a pleasant home.

Education is the acquisition of power; not an accumulation of facts. The one who is best educated is the one who is best fitted for life, and it often happens that a man is best educated who has never been in school, and that a man who has been through college is most unfitted for life. When the time comes that anyone may properly fit himself in the school-room for life's duties, our schools will serve their best purpose. The kitten in its play imitates the more serious work of the grown animal. This helps to fit it for its later work. There can be no valid reason given why the training of children should be entirely unlike their later duties. The school should be industrial, cultural, and social, and should provide training along all these lines. "We learn to do by doing." The school should provide as nearly as possible the laboratories for training in the various lines that may be taken up later in life. It is especially difficult to see why the school plant should open for operation at nine o'clock in the morning and close at three o'clock in the afternoon. In most places there is no reason except an ancient tradition, why it should not run on Saturday and in the summer. School should be made as much like real life as possible since its purpose is to prepare for life.

Our education is continuous. It begins in the cradle and ends with the grave, and is made up of work, play and study. Too often one or two of these sides may be overlooked or eliminated from our training, giving us at best an imperfect preparation. The man or woman who does not know how to work is handicapped through life even though a legacy might have been left to him through the death of a wealthy ancestor. One who does not know how to play becomes old while yet young and misses the pleasures of his own life and fails to know those of the lives of others.

The Bad Boy.

In every school there should be lines of preparation for the hand-minded as well as the book-minded boy. In our bookish schools, the boy who does not fit becomes nervous and irritable. His very being revolts against what is to him meaningless abstration. This type of boy is extremely energetic, and must express himself in some manner that gives to himself satisfaction. The ordinary school does not provide the opportunity except through truancy and worse misbehavior. Truant officers and probation officers are put on his track.

They hound him about. Much effort and energy are put forth to make him fit the school. Half the effort to make the school fit him might solve the problem. He is called a bad boy. A bad boy is simply a misfit. Bad boys are often the best boys in the community. They revolt against the so-called cultural education. Their teachers have failed to comprehend them.

These proposals aroused considerable opposition in the community, and the Superintendent proposed the appointment of a commission to survey the schools. This commission was appointed by United States Commissioner of Education, P. P. Claxton, President J. T. Kingsbury of the University of Utah, and Professor Milton Bennion of the Utah State Normal School. They in turn appointed as the Survey Commission, Professor W. S. Deffenbaugh, Specialist in School Administration of the United States Bureau of Education at Washington, Professor Edward J. Ward of the University of Wisconsin, Superintendent Charles S. Meek of the Boise, Idaho, Schools, Professor W. G. Roylance of the University of Utah, and Professor George A. Eaton, Principal of the Salt Lake City schools.

These men worked earnestly and vigorously during the time that they were in Ogden, but their time was limited to one week.

Following is a copy of their report:

REPORT OF SCHOOL SURVEY COMMISSION.

Ogden City, Utah, May 11th, 1914.

To the Board of Education of Ogden City, Utah.

Gentlemen: We recognize that a comprehensive inquiry into the efficiency of any public school system, such as you have requested the committee to make for Ogden, has two main aspects, first, the aspect in which the school system is considered specifically as the actual machinery for the instruction of children, and second, the aspect in which it is considered as the potential machinery for the whole community's co-operation in an educational process that includes also the systematic organization of the political, economic, and recreational life of adults and older youth. On account of shortness of time, the committee has divided its labor, allotting to three of its members, Messrs. Deffenbaugh, Meek, and Eaton, the study of the public school system under the former aspect; and to two of its members, Messrs. Roylance and Ward, the study of the school system under the latter aspect; and we beg leave to submit the following report:

School Organization, Curriculum, and Instruction.

By W. S. Deffenbaugh, George A. Eaton, Charles S. Meek.

The treatment of the topics alloted to us partakes more of the qualities of a school investigation than of a survey. The policy of the administration in organizing sub-high schools, establishing a very liberal elective system in the high school, and reorganizing the sub-high schools on a half day plan, has aroused much discussion in your city. Our report, therefore, may appear to give undue emphasis to these phases of administration.

School Board and Superintendent.

Your committee has been asked to define the relationship that should exist between a school board and the superintendent of schools, and between the individual members of the board and the superintendent. The following is our report:

Legally the power of a school board when in session as a board is supreme, but when not in session, the individual member is only a citizen; hence he has no right to attempt to dictate school policies or to listen to complaints from principals, teachers, or parents. All such should be referred to the superintendent. An individual board member does not have even the authority of the lowest paid employe, unless the board by resolution has delegated him to exercise authority in certain matters. A board of education should employ a superintendent of schools to act as its executive officer. To him it should delegate the authority to nominate teachers and recommend their dismissal, to select text books, to formulate courses of study, to recommend increases in teachers' salaries for efficient service, and to have general supervision of instruction. The affairs of the school board are largely matters of business. A somewhat similar relation should exist between a board of education and the superintendent of schools as exists between a board of bank directors and the cashier of the bank, or as exists between a board of directors of a hospital and the superintendent of the hospital.

The superintendent should be the head of the system and not a figurehead to be ignored by employees of the board. The highest compliment that can be paid a superintendent is that he will not be dictated to by individual members of the board or by politicians who wish to exploit the public schools; that he exacts obedience from his teachers; and that he will not permit disloyalty.

Your committee commends the stand taken by the school board of Ogden in the management of your schools, whereby the superintendent is permitted to be the head of the school system. Any other plan is to be condemned.

The School Plant.

The commission finds that the school plants in the city of Ogden are not up to the standard of cities of the same size in other parts of the country. From the standpoint of school hygiene and sanitation the Madison School is unfit to house school activities.

Below the High School there are 150 class rooms. Of these only 31 have a fair system of ventilation. No building in your city, not even the High School, has an automatic thermostat system of control. You have 21 rooms in basements used as class rooms. If the city of Ogden were under a system of State sanitary control, the Madison building would be condemned. The Dee, the Five Points, and Central Junior High are not up to any **accepted** standard from the standpoint of sanitation and hygiene.

The city of Ogden has not done its duty to its children in furnishing adequate buildings and equipment. It has but a $195,000 school bond, with a bonding limit of $441,735.00 Within that limit it can yet vote $246,735.00 Few cities in this growing Western country have so low bonded indebtedness, and such a broad margin for the voting of additional bonds. The city should immediately awaken to the duty it owes to its children.

Average Enrollment of Pupils per Teacher—Average Salaries.

In the city of Ogden grades seven and eight are organized into three sub-high schools. Grades one to six are termed elementary schools.

The average salary of the teachers in the sub-high schools is $841.00. The enrollment of pupils per teacher in the sub-high schools is 29. The average salary of teachers in the elementary school is $649.00. The average enrollment per teacher in the first grade is 50, in the second 48, in the third 44, in the fourth 36, in the fifth 36, and in the sixth 37.

The average enrollment of pupils per teacher in the first grade is almost double that of the eighth grade. The large number of pupils in the first three grades necessitates an arrangement whereby, one group of pupils attend school in the forenoon and another in the afternoon. This policy of half-day attendance of children in the first three grades may be accepted because of over-crowded condition of schools, but it should not be dopted as permanent educational policy, though there is educational authority for half-day sessions in the first primary grade.

The salaries of teachers in the elementary schools (grades one to six) average, $192.00 less than teachers of the sub-high schools. Eighty-two teachers in the elementary schools have salaries ranging from $700.00 maximum to $300.00 minimum. These relatively lower salaries mean that very large numbers of young teachers with limited experience and limited professional training are in the primary grades. Furthermore each of these teachers is intrusted with a much larger number of pupils than in sub-high schools.

The Commission does not believe that the sub-high school teachers should have more pupils per teacher and be paid less, but that the elementary schools should immediately be given more teachers, and salaries so increased that teachers of extended training and long experience may be attracted to this department, which is certainly as important as any other part of the system.

The Teaching Force.

Ogden does not present a situation regarding teachers materially different from that of many cities throughout the country. The necessity for professional training of teachers has long been recog nized. The average salary for teachers in the eight grades of the Ogden schools for the past four years has been:

Year	High School	Grades 1 to 8 inc.
1910-1911	$1,004.00	$547.66
1911-1912	1,040.00	591.16
1912-1913	1,070.37	629.44
1913-1914	1,140.83	698.28

This low salary schedule necessarily means that a high standard of professional efficiency is impossible. The increase of salary during four years demonstrates that the school management has recognized the necessity for raising the standard.

The Commission has investigated the educational equipment of the present teaching force to determinate the extent of the academic and professional training the teachers have acquired beyond the usual high school courses. It finds that no teacher is employed who

has not had at least some training beyond the high school. Ten have attended summer schools, 10 have had one half year's college or summer school training, 54 have had one year, 48 two years, 9 three year, 25 four years, 11 five years and more.

For the eight grades the present standard of eligibility is two years of college or normal training beyond the high school. Candidates for positions in the high school must be graduates of standard colleges. In the high school at present all teachers are college graduates, except the teachers of art, music and manual training, who have had training in special schools. The teachers of household economics have college degrees. These facts demonstrate that the school authorities recognize the necessity of professionally trained teachers, and have already reached a standard which is distinctive when considered in the light of low salaries paid.

Particularly commendable is the policy of the school board to increase salaries of the present force, as they present their certificates showing they have pursued college extension courses. Eight-seven are now doing college extension work, certificates for successful completion of which will be factors in determining salaries for next year.

Retardation and Elimination of Pupils.

Table One.

A comparison with respect to retardation was instituted between Ogden and 386 other cities on the scale of 1,000 pupils in the first grade. The eight grades are designated by the figures 1 to 8; the high school is designated by the Roman numerals I to IV.

386 Cities—

Grade—	1.	2.	3.	4.	5.	6.	7.	8.	I.	II.	III.	IV.
	1,000	723	692	640	552	462	368	263	189	123	81	56

Ogden City—

Grade—	1.	2.	3.	4.	5.	6.	7.	8.	I.	II.	III.	IV.
	1,000	777	766	762	660	632	589	458	362	186	102	91

Table One shows the comparison of the grade distribution of pupils in the Ogden City schools with that of 386 cities as compiled by Doctor Leonard Ayres, of the Russel Sage Foundation. The 2,421,988 pupils distributed throughout the grades of these cities were arranged in a scale of 1,000 in the first grade and the proper fraction of that scale for each of the twelve grades. Measured by this scale, the city of Ogden makes a favorable showing, particularly for the first eight grades. For every 1,000 in the primary grades, Ogden has 458 in the eighth grades, while the 368 cities have 263 in the eighth grades. The high school does not show as favorably but is above the Ayres' scale. For every 1,000 in the first primary grade, Ogden has 91 in the fourth year of high school, while the 368 cities have but 56. The fact that the high school does not retain as large a relative number of pupils as do the grades, may be explained by the fact that there are in Ogden two other secondary schools—Weber Academy, the enrollment of which is 400, and the Sacred Heart Academy, the enrollment of which is 260.

TABLE TWO.

Ogden Public Schools.

All Schools.

AGE	1	2	3	4	5	6	7	8	I.	II.	III.	IV.	Totals
Five	219												219
Six	487	103	1										591
Seven	127	371	81	7									586
Eight	26	158	301	93	1								579
Nine	5	29	185	281	68	2							570
Ten		8	69	186	225	74	3						565
Eleven		3	22	63	173	183	55	1					500
Twelve			4	22	80	167	162	50	1				486
Thirteen				5	34	100	172	131	25				467
Fourteen				3	4	22	95	138	90				352
Fifteen						11	29	61	135	33			269
Sixteen						2	6	23	61	67	20	3	182
Seventeen							1	3	4	40	43	29	120
Eighteen									5	7	23	31	66
Nineteen										19	7	14	40
Twenty									1			1	2
Over Twenty												5	5
TOTALS	864	672	663	660	585	561	523	407	322	166	93	83	5599
No. above Normal Age	31	40	95	93	118	135	131	87	71	66	30	20	917
% above Normal Age	.035	059	.143	.14	.20	.24	.25	.21	.22	.39	.32	.18	.198

September 1, 1913, basis of calculation.

Table Two.

Table Two shows the extent to which children are retarded or are above the normal age to which they belong.

In an investigation of 318 cities of the United States it was discovered that one-half of the cities had more than 36 per cent of their children over age for the grade in which they were found. In the City of Ogden, in the present year, but 19 per cent of the children are over age. This is a very favorable indication as to the successful handling of the problems of retardation. (Table Two on page 6).

Table Three.

Age	Census	School Enrollment	Number out of School
Six years	1,155	589	566
Seven years	683	597	86
Eight years	598	589	9
Nine years	646	580	66
Ten years	581	572	9
Eleven years	510	502	8
Twelve years	586	536	50
Thirteen years	528	433	95
Fourteen years	495	378	117
Fifteen years	496	314	182
Sixteen years	506	242	264
Seventeen years	502	193	309
Eighteen years	577	106	471
Totals	7,863	5,631	2,232

Table Three.

Table Three shows the age distribution of pupils and the number out of school for each age. The students in the two church schools and resident were added to the attendance of those in the public schools, and the children of each age were subtracted from the number of like age from the school census. A study of the table shows the following: Children 12 years of age, but 9 per cent are eliminated; of these thirteen years of age, 16 per cent; of these 14 years of age, 23 per cent; 15 years of age, 38 per cent; 16 years of age, 52 per cent; of 17 years of age, 61 per cent and of 18 years of age, 81 per cent. The large per cent of elimination of boys and girls 17 and 18 years of age is caused by graduation from the high school or academy. These two comparisons show that the Ogden schools retain a large proportion of the children until graduation from the high school.

For the 318 cities of which figures are available, one-half have more than 20 per cent of their children eliminated by the time the fifth grade is reached, and more than 50 per cent eliminated by the time the eighth grade is reached. The City of Ogden has no figures to show definitely the grade elimination, but it does eliminate 52 per cent at the age of 16. By this time the great majority of children are far beyond the eighth grade, and some of them have reached their senior year in high school. Few citites can make a better showing of retention of pupils in school and a smaller per cent of those who have been eliminated from school in the early elementary grades.

Average Cost Per Capita.

The following tables represent the relative cost of elementary and high school educated in groups of cities selected for the most part from cities of 25,000 to 100,000 population. Some larger Western cities were selected. Had the list of cities been continued to twice the number, the same story would have been told, revealing that is Ogden is considerably below the average in per capita cost of education in both elementary and high schools.

Average Cost Per Capita Per Annum for Elementary Schools.

1.	Berkeley, California	$51.32
2.	New Rochelle, N. Y.	49.51
3.	Clinton, Ia.	48.47
4.	Oakland, California	43.64
5.	Newton, Mass.	41.41
6.	Spokane, Washington	41.05
7.	East Orange, N. J.	40.54
8.	San Diego, California	39.64
9.	Riverside, California	41.24
10.	Fresno, California	39.42
11.	Salt Lake City, Utah	38.34
12.	Hampton, N. J.	37.41
13.	Quincy, Mass.	37.15
14.	Holyoke, Mass.	37.41
15.	Troy, N. Y.	37.40
16.	Springfield, Ill.	37.19
17.	Santa Cruz, California	37.00
18.	Tacoma, Washington	36.32
19.	Pawtucket, R. I.	36.85
20.	Fresno, Cal.	36.14
21.	Newark, N. J.	35.44
22.	Denver, Colorado	35.04
23.	Eureka, California	35.32
24.	Saginaw, Michigan	34.07
25.	Youngstown, Ohio	34.94
26.	Bayonne, N. J.	34.07
27.	Utica, N. Y.	34.61
28.	Meridian, Conn.	33.08
29.	Topeka, Kansas	33.66
30.	Elmira, N. Y.	33.69
31.	Evansville, Indiana	33.38
32.	Dayton, Ohio	33.54
33.	Saginaw, West Side, Michigan	32.41
34.	New Bedford, Mass.	32.58
35.	Sioux City, Ia.	32.61
36.	East St. Louis, Mo.	31.03
37.	South Bend, Indiana	32.27
38.	Fitchburg, Mass.	31.33
39.	OGDEN, UTAH	30.37
40.	LaCross, Wisconsin	30.64
41.	Decatur, Ill.	29.25
42.	Ithaca, N. Y.	29.65
43.	New Luchet, Conn.	29.59
44.	Altoona, Pa.	28.22
45.	Sheboygan, Wisconsin	28.29
46.	York, Pa.	28.02
47.	Elizabeth, N. Y.	28.77

Average Cost Per Capita Per Annum for Secondary Schools.

1.	Niagara, N. Y.	$101.20
2.	Seattle, Washington	101.00
3.	Bayonne, N. J.	100.00
4.	San Diego, California	99.04
5.	East Orange, N. J.	98.70
6.	Evansville, Ind.	92.78
7.	Newark, N. J.	89.50
8.	Watertown, N. J.	87.75
9.	Dayton, Ohio	86.87
10.	New Rochelle, N. Y.	86.56
11.	Riverside, California	85.33
12.	Pueblo, Colorado	85.35
13.	Spokane, Washington	82.78
14.	East St. Louis, Mo.	82.75
15.	Fresno, California	82.32
16.	El Paso, Texas	81.35
17.	Cambridge, Mass.	79.98
18.	Muskogee, Okla.	79.83
19.	Troy, N. Y.	79.93
20.	Hampton, N. Y.	79.50
21.	Yonkers, N. Y.	79.70
22.	Montgomery, Ala.	79.63
23.	Santa Cruz, Cal.	79.63
24.	Salt Lake City, Utah	79.19
25.	Rockford, Ill.	78.83
26.	San Jose, California	78.75
27.	Hoboken, N. J.	75.80
28.	Elizabeth, N. J.	75.40
29.	Torrington, Conn.	75.14
30.	Eureka, California	75.09
31.	New Bedford, N. Y.	75.00
32.	Denver, Colorado	72.93
33.	Decatur, Ill.	69.74
34.	Waterbury, Conn.	69.73
35.	Tacoma, Washington	69.66
36.	Poughkeepsie, N. Y.	69.44
37.	Evansville, Indiana	69.09
38.	Auburn, N. Y.	68.89
39.	Utica, N. Y.	68.67
40.	Maldon, Mass.	68.55
41.	New Port, R. I.	66.38
42.	Bayonne, N. J.	65.14
43.	Cairo, Ill.	64.21
44.	Everett, Mass.	64.00
45.	**OGDEN, UTAH**	**60.83**
46.	Fitchburg, Mass.	56.24
47.	Canton, Ohio	55.30
48.	Topeka, Kansas	54.93
49.	Altoona, Pa.,	53.09
50.	Green Bay, Wisconsin	52.25
51.	Kingstown, N. J.	50.64

COURSE OF STUDY—ELEMENTARY SCHOOLS.

Your committee has not attempted to make a thorough study of every phase of the curriculum, but only of those points that have been the subject of criticism.

The course of study is comprehensive and rich in educational subjects. Many useless topics have been eliminated, but the fundamentals have been retained and more modern material introduced.

The printed course does not show what topics of arithmetic are taught, but by inquiring of teachers we find that the four fundamentals are emphasized. The work as outlined in arithmetic for the first six grades fits in with the work of the seventh as well as in other courses of study. A commendable feature is that no formal number work is required of children in the first primary grade and only a limited amount in the second grade.

The course in language for the primary grades emphasize expression through story telling, and dramatization. In the Junior High Schools grades emphasis is placed upon written composition. We find more than the usual amount of time given to this form of composition, and less time to text-book technical grammar, which is closely co-ordinated with the work in composition. This makes the study of technical grammar practical, and is thoroughly in line with the best modern theory and practice.

The course of study advises that reading in the primary grades be taught by a combination method of the strongest points of the sentence, action-word and phonic methods, all of which are important in teaching the mechanics of reading. The phonic system is likely to be unduly emphasized, but from what we have been able to observe the amount of time given to phonics in your schools is not excessive.

The subjects of history and geography are considered as one subject in the seventh and eighth grades. We believe that these subjects should be closely correlated, but we doubt whether the plan has been worked out as well as it might be. There is at least room for improvement.

Provision is made for physical training by means of plays, games, and drills. This method is in thorough accord with the best educational thought and practice. A commendable feature is the introduction of folk dancing.

To make any course of study effective, the teacher must be provided with the best text-books obtainable. The text-books used in your schools, with probably one or two exceptions, are admirably adapted to the course of study. Many of these books are the best on the market.

Sub-High Schools.

We wish to commend the school board for establishing sub-high schools. These schools are composed of the seventh and eighth grades and are conducted upon the departmental plan, a subject or two being assigned each teacher.

In this country, the movement at present is strongly toward departmental instruction in the upper grammar grades. New York City was probably the first to adopt this method of organization, and it has proved so successful that three-fifths of the grammar schools of that city are now so organized. School men throughout the country approve of the plan. Many of them have adopted it and others are preparing to do so. Of 810 cities replying to a questionaire recently submitted by the United States Bureau of Education, 416 have depart-

mental instruction. Of these 416 cities, 240 report a lower per centage of failures since the introduction of this method of instruction; 78 report more failures and 143 have no data; 250 find a larger percentage entering high school, while 61 find no increase; 302 report that the pupils are much better prepared for high school work; and only 34 can see no improvement. We shall not discuss many of the advantages of the system, but chiefly the criticisms that have been urged against the system as operated in your city.

We find no evidence that the pupils in your sub-high schools are overworked. Assignments are not excessive. We wish to compliment the teachers upon the excellent spirit of co-operation that exists between them and their pupils. The teachers give pupils all the individual attention necessary; part of each 45-minute period is often given to individual instruction, in order to bring backward pupils up to grade. The discipline in each of your sub-high schools is excellent. The changing of classes every 45 minutes gives the pupils an opportunity to relax for a few minutes, and tends to improve discipline.

We wish to call your attention to one of the advantages of the system. The great evil in the grammar grades of the schools of our country has been that whenever a pupil fails in one or two subjects he must repeat the work of the grade for another year or half year. This is discouraging to pupils in the adolescent stage of development. Too many of those compelled to repeat subjects in which they have successfully passed drop out of school. Under the departmental plan the pupils in your school who fail in one or two subjects are not required to repeat those subjects in which they have made a passing grade, but are permitted to take up new subjects with a higher class and required to repeat only those in which they have failed.

At present no high school subjects are given below the ninth grade. Your sub-high schools should partake more of the nature of junior high schools, and two courses should be offered—one an academic or literary course, the other a prevocational course. In the literary course emphasis should be placed upon the subjects usually taught in the seventh and eighth grades. Such subjects as algebra or a foreign language could be introduced. In the prevocational course emphasis should be placed upon industrial or commercial subjects, but in no way should the essentials in the usual subjects be neglected. At present it is not practicable for you to offer extensive work in a prevocational course as you would need more equipment, and you should have more.

Some credit could be given for work done outside of school, but such work should be standardized and closely supervised by the school authorities, and it should in no way exploit children for the sake of productive labor.

The best educational thought favors a six-year elementary course and a six-year high school course. The United States Commissioner of Education says: "The reason for grouping the twelve years of elementary and secondary into six years of elementary and six years of high school are numerous. I know no valid reasons for the present plan of eight and four. My suggestion is that there should be six years of elementary school and six years of high school, the high school period being divided into two sections of three years each; the first three might be called the Junior High School, the second three years the Senior High School."

Several years ago the National Education Association appointed a committee of practical school men to investigate the subject of Economy of Time in Education. This committee recommends that elemen-

tary education should end at the close of the sixth grade. That present educational thought regarding a six year elementary course and a six-year high school course, may be more fully understood, we quote from the report of this committee: "There is a very widespread belief among school men that the fundamental facts, habits, attitudes, and ideals demanded by the generals needs of our civilization can be fixed in the nervous system of the child in six school years, particularly if the less useful parts of the course of study are eliminated and more efficient methods are introduced.

"In the second place, the compulsory-education law under our present organization gives society control of the child only long enough to guarantee the ablest child eight years of general training. It cannot guarantee him the additional years of vocational education required to make him an efficient, self-supporting, and self-reliant citizen. To shorten the elementary school to six years without impairing its efficiency is to guarantee every child who does not go to high school some vocational education. The need to guarantee some vocational education to the retarded pupils is so important that many careful students of social conditions are ready to say that the compulsory school age must be extended to 16 years, so as to carry the least able elementary school children, who now get no further than the fourth, fifth, or sixth school year, through one, two or three years of vocational education.

"In the third place, the six-year articulation is regarded not only as a better ending point for the general elementary studies, but as a better beginning point for the secondary studies. There are certain inner physiological changes that usher in adolescense that now occur at about the time when the average child makes the transition from elementary to secondary school. The strain of outer and inner conditions are more or less coincident. Therefore, the resulting school mortality is likely to be larger than it ought to be; or school life is continued at a larger physical and nervous cost than ought to be the case. It would be a distinct gain for a child to get fairly well started and adjusted to his new school life, vocational or secondary, before the full weight of physiological and nervous changes are thrust upon him. The two adjustments can be better cared for in series than together.

"Again, it is the opinion of schoolmasters in general, that, to those who have the peculiar mentality to go on to the ordinary academic high school, it is decidedly more profitable to begin the foreign languages at 12 and at 14 years of age. The same advantage may be had in other subjects where a large acquisition of facts is necessary to successful work.

"In the case of those children who are more given to action than to abstraction, it is equally profitable to begin to center their intellectual work about an active vocation early. To begin vocational education with its practical life-career appeal, at 12 rather than at 14 is to save many children from truancy and disinterest. It will extend their school life so that they will not be too early driven into unprofitable and futureless employments. They will still take up much general training parallel with and motivated by their broad study of vocational work.

"Here again the practicability of a reorganized elementary school period finds adequate sanction in experience. We have only to turn to the concrete efforts in this direction that have already been made by American schoolmen. Such experiments as have been tried in Ameri

can school systems under practical operating conditions prove with certainty that the elementary school may be reduced to seven years; and that there is an almost equally strong probality that an elementary school of six years would be fully as efficient. Where the seven years school has been tried, the school officials very generally anticipate a six-year plan.

"The organization of junior high schools out of the two upper grammar grades and the first-year high school class is a distinctly successful move in the same direction. Here the high school begins to reach down into the grammar school. The establishment of separate departmental schools in the elementary system, consisting of the two upper elementary years and given over to manual activities, is the vocational movement beginning to claim its own from the elementary school system. All sorts of successful experimentation tending to restrict the general elementary curriculum to six years give at least tentative, fragmentary approval to the practicality of the plan suggested."

Educational associations every where are endorsing the plan. Only a few weeks ago the Inland Empire Teachers' Association, composed of the teachers of Idaho, Oregon, and Washington, recommended that the schools of those states be reorganized with six years in the elementary schools and six in the high school.

The movement to establish Junior High Schools in your city we consider a great step forward toward the improvement of your schools. We recommend that as soon as practicable your sub-high schools become junior high in the real sense of the term, and include the ninth grade.

Character of Teaching.

The classroom work on the whole is good; it is much better than could reasonably be expected considering the fact that supervision under the existing plan is necessarily very meagre. Eighty teachers were visited and their work observed. No teacher in that list should be classed as a failure. Most of them are doing average work and a few are accomplishing unusual results. All the teachers show a spirit of co-operation and a desire to contribute their part toward raising the standard of teaching.

There is an absence of uniform tests throughout the grades and the sub-high schools which should be corrected. The uniform test given from time to time and particularly upon the completion of the work of a grade or a semester is by no means an infallible guide in determining efficiency, but it does act as a salutary spur to the indifferent or lagging teacher and is never a matter of dread to the capable and conscientious one. The commission agrees that the teaching in the city of Ogden should be carefully standardized, to the end that more definite standards of achievement for each grade be established; that the results of instruction be more carefully measured by the use of standard tests of efficiency such as the Ayres and Thorndyke scale in writing, the Hillegas scale in English, and the Courtis test in Arithmetic.

Grade Supervision.

These improvements and many others will result if supervision is made more effective. The plan in operation is thus outlined in the course of study, Ogden City Public Schools, 1912-13.

Supervisors.

"The Supervisors in the Ogden Public Schools inspect at regular intervals the work that is being done in their respective departments, and suggestions are made to the principals and the superintendent with reference to the way those subjects are conducted; and where necessity demands it, the supervisor in the presence of the principal of the school will offer the needed corrections to teachers.

"Each grade and each special subject has a supervisor. These supervisors, in addition, all occupy other positions either as head of a department in high school or as principal of one of the grade schools and meetings are held once each month by each supervisor with all the teachers in his department. In fact most of the supervision is done in this way. In all cases the principal is supreme in his building, and the supervisor is simply an advisory person."

It does not appear that this plan can produce or has produced entirely satisfactory results. In the first place, the principal of a grade school or the head of a department in a high school may be fully equal to the task of carrying on the work of his chosen line and yet may not be fitted by temperament or preparation for supervisory work in the lower grades. It would only be natural to assume that the preparation of these principals has been adequate for the position they occupy rather than for the secondary or delegated one. Hence the qualifications of such persons for grade supervisorship may rightly be called in question. Moreover, it is doubtful if they can approach the work in the proper spirit since each one would be inclined to view it as secondary to that of his own school or department.

The limitations of time, also, so important a theme of discussion in this report, would militate against such a division of supervisory labor. This has been proved by the experience of the past year. All prinicpals who have expressed themselves on the working possibilities of this plan have agreed that if for no other reason than that of time, satisfactory supervisory results under this system can not be obtained.

The commission recommends that at least one person especially trained be employed to carry on the work of ordinary grade supervision up to the sub-high schools. The principal thus relieved of the work and responsibility of special grade supervision over the city, might devote this time to direct teaching within his school. In the opinion of the commission this change would be welcomed by both principals and teachers; it should entail no extra cost and would advance the standard of efficiency all along the line.

Half Day Plan.

The half day plan of school organization as set forth by the superintendent is as follows:

The quotation is from Superintendent Mills in reply to a list of questions propounded by the Commission.

"The school according to the half day session would have four units of accredited study in one half day and the other half day would be made up of music, art, study, sewing, cooking, manual training, bookbinding, and physical culture. A large study hall with a supervising teacher in charge in control of large groups of students in place of the present small groups. Also music could be handled in large sections. This would save a number of teachers. Manual training and sewing have sufficient equipment for 30 pupils at a time. Two hours a day is all that we would be prepared to devote to the purely industrial work. The rest of the half day would be devoted to the social

studies, including music, art, physical culture and study hall. The organization of this plan would be a big financial saving to the school system and would also increase the efficiency. We could organize a school of 500 students, 250 in each half day, shifted to the other half day for the other class of work as follows: 250 take academic work in the forenoon. In round numbers 125 boys and 125 girls. This would make eight classes of 31 students each. Eight teachers would give these students their academic work in the forenoon and the other group in the afternoon. The study hall would hold about 150 students who could study an hour or an hour and a half in the afternoon at one time or at two different times under one teacher, while the other one-hundred students—50 boys and 50 girls might take music, art, physical culture, manual training, and sewing under two or more teachers. The eight teachers in the morning plus three special teachers in the afternoon plus the study hall director would make 12 teachers handling 500 students. When one class of these special students has finished its rounds, it can be returned to the study hall (a general clearing house), and another group given their work. These larger groups would save in teachers' salaries considerable money. We now have from 13 to 15 teachers in each building for each 300 students. We have enough manual training and sewing equipment to carry out this plan. I do not mean to convey the idea that we could not use more or that we would not get more. This plan then of the double half day system of academic work and industrial, social and physical work would provide smaller classes in the academic work, increasing the efficiency and larger lasses in study hall, music, physical culture, etc., increasing the efficiency there, the whole decreasing the expenditures. This, of course, is on the assumption that all boys and girls will be in school both sessions for longer hours."

We must take issue with the superintendent in respect to the plan as being unpedagogical, unnecessary, and well nigh impossible of realization. In the first place, no teacher can sustain for any length of time the mental and physical strain incident to teaching daily eight forty-five-minute classes of 31 pupils each. In addition to the work of the class room, there would naturally be, in all grades except the very lowest, a certain amount of written work to be passed in daily, or at stated intervals. This would call for correction and return to the pupils. Clerical work of this type is conceded as essential to correct teaching. Even the minimum of this character of work, with 250 pupils daily, would be a stupendous task in itself. The thorough preparation of the lesson by the teacher in all its phases of development is another very important element in good teaching. This also takes time; in fact, it should take much more time than it does under the ordinary or present plan. It would seem that the dynamic energy, mental and physical, of a teacher would have to be doubled in order that good teaching under this scheme should obtain. Otherwise the teacher would simply be compelled, for self-preservation, to slight her work to the point of inefficiency. It is doubtful even then whether the mere routine of teaching in any way eight 45-minute classes of 31 pupils each, day in and day out, would not utterly exhaust her vitality.

In this connection nothing has been said of that most important of all principles in successful teaching—individual instruction. Class instruction to be efficient must be supplemented by that of the individual. The teacher in her period of preparation for the lesson of the coming day must have in mind certain individuals in her class, whose interest must be awakened and whose comprehension of the subject matter must be facilitated or made possible by presenting the subject in a peculiar or extraordinary way. She should have some

time within the school day to give individual instruction to those pupils whose grasp has not been as ready as that of others. This has no reference to sub-normal pupils, who should, of course, be segregated and have peculiar attention and instruction by special teachers—but to the rank and file of school children.

The above findings are all on the assumption that the teacher has but one subject lesson to teach every one of the eight periods. If she had more than one subject lesson to teach, the task would obviously be greater.

As to the pupils, the experience of teachers has been that four consecutive periods of recitation on four different subjects is not as satisfactory as where a relaxation or study period intervenes; e. g., two recitations—one study period—two recitations; and the school programs of high school and sub-high school pupils are thus arranged whenever possible. The average boy or girl does not differ from the adult in this particular. The mind needs some time to do its assorting and composing after it has received the consignment of material.

For the sake of clearness we may issue from the plan as outlined that not more than half, or 125, of the afternoon pupils are in the study hall at any one time; the others would be distributed in classes of 41 among three teachers, who are to give them training in music, art, physical culture, manual training, and sewing. Here again arises a difficulty. The classes are much too large for efficient instruction, unless it be in music and physical culture. Moreover, it is not an easy matter to find three teachers who could combine in the teaching of these diversified subjects. We might reasonably look for teachers who could give instruction equally well in arithmetic, grammar, and history, since the scope of general school training has naturally covered these branches; but the lines of work referred to are special in their nature and a teacher who has fitted herself to teach in one of them is rarely equipped to give instruction in any of the others.

To summarize on this point: The proposition to assign the work of teaching 500 pupils to 12 teachers who are to work eight 45-minute periods each day from nine to twelve in the morning and from one to four in the afternoon is, to say the least, impracticable from every point of view.

With the exception of the high school, which has admirable facilities in rooms and equipment for domestic science and domestic art, the physical limitations in buildings and equipment are entirely inadequate for carrying on instruction in manual training and domestic science, even under the present system, where such instruction is confined to the high school and the three sub-high schools. These subjects should not only be amplified and enriched in these schools, but the work in more elementary form should be given at least as low as the fifth and sixth grades. To do this will entail considerable expense in the proper equipment and refitting of rooms, but it will be money well spent and will be amply repaid to the community in the increased efficiency of the school product. The industrial phase of community education is no longer in the experimental stage. It is here and here to stay. But the training of the hand should be combined with that of the head in an intelligent and systematic manner. Nor should the work in the industrial arts be relegated to some dingy basement room, which had probably served time as a coal-bin or junk closet. It should be made pleasant in its surroundings and should be clothed with all the attractiveness of class room work in other subjects.

The dignity of labor is and should always be the big plank in the platform of every child's education, but to place the **mere earning of money** by the boy or girl during the school life as a meritorious

achievement is of doubtful value educationally, and may have a positively demoralizing effect on the character and habits of the child. Every home may provide all the necessary diversion in the way of household duties for either boy or girl to satisfy the "dignity of labor" requirement. In point of fact some homes are requiring so much home work that not sufficient time is left for study. This is especially true in the case of girls from poor families. Until the economic needs of a community call upon the schools for help, there can be no occasion for a radical change in the scheme of school attendance, which would be justified only on the assumption that such a call had been made.

The Elective System.

The best authorities on secondary education are practically a unit in their advocacy of a certain amount of elective work in the high school. Where these authorities may differ is in the maunt of elective work thus permitted, the manner in which the choice of studies is made, and in the recognition given for the work. In an impartial consideration of this subject we should not view the high school merely as a means of preparation. This is one of its functions, but probably the least of them. The high school of today has been appropriately termed "The People's College," and its first and principal reason for existence and for community support is beacuse it affords a training in keeping with the needs of the community. "The greatest good to every child" should ever be the animating motive in all its instructions. The broadening of the curriculum of the modern high school is all in this direction. Within comparatively recent years courses in manual training, domestic science, domestic art, work in copper, brass and leather, bookbinding, printing, agriculture, horticulture and a host of other subjects have been added to the high school family. The high school with the so-called traditional course of studies and "hew to line" methods as its only offering would rightly be considered an anachronism today.

Yet in the delight of freedom from bondage there is grave danger of license. The pupil upon entering high school—if this is impossible before—should be made acquainted with the purpose and trend of each study and each course, where separate courses are offered. The selection of his studies should be made, whenever possible, and it is usually possible, by the pupil himself only after conference with a teacher adviser and with his parents. At this beginning stage there should be no difference of opinion. The teachers' part in this proceeding is to advise, not to require. The pupil is looking forward to his future, but often with a very vague notion of where this or that road will lead him. The teacher has traveled the road and his retrospect is safer as a guiding force than the pupil's prospect.

It would seem best that a grouping of certain studies, together with the reason and purpose for this grouping, be made, to the end of aiding the pupil in his task of election. As a usual thing the pupil who is worth while wishes to arrive somewhere; and since this grouping into suggestive courses would be of distinct assistance to pupil, teacher, and parent alike, there can be no valid objection to it.

The advisory system of supervision for high school pupils has now come to be looked upon as an indispensable factor in modern secondary school administration. The details of the system are not material for a report of this nature, but are easily accessible in many educational publications of recent date. One feature in this system is the special emphasis placed upon the selection and approval of the pupil's subject of study by the teacher adviser. The adoption of this system in its entirety is strongly recommended.

The opportunity should be given every boy and girl to develop within themselves their maximum efficiency. We should endeavor to make of them the best citizenship possible. It may be that this or that individual child is not mentally or physically adapted to a certain line of work, but there will surely be enough of other work in which he may exercise his bent, and by means of which he may bring to the surface all his latent possibilities. This must surely be our educational creed if the "greatest good to every child" is realized.

(Signed) W. S. DEFFENBAUGH,
CHARLES S. MEEK,
GEORGE A. EATON.

Supplementary by Mr. Eaton.

Up to the point of requiring a passable proficiency in certain studies that are deemed basic, the members of the Commission have been in perfect accord. For my own part I wish to thank my colleagues for the generous consideration they have shown me personally and for the splendid spirit of co-operation and genuine altruism they have evinced in discussions of the local situation, and, in fact, throughout the entire work of investigation. I deeply appreciate not only the pleasure but the honor that has fallen to my lot through being associated with these gentlemen in this survey.

While the matter of selection and election of studies to accommodate individual needs should be a fundamental policy of high school administration, there should be a residum, so to speak, in the nature of basic studies to act as ballast or foundation work for the educational structure. In other words, the diploma of graduation from an accredited high school should mean that the graduate has a good training in the use and the interpretation of the English language; he need not be a mathematician, but he should have some knowledge of algebra and geometry; he need not be an expert in any branch of natural science, but he should at least have delved into the soil of this rich field sufficiently to acquire an elementary knowledge of some of these sciences; for broadening his outlook on life he should have taken at least one year in history, preferably U. S. History. It would be very desirable, although not necessary, that he complete two years' work in a modern language—French, German or Spanish.

In your high school the only requirement as a study for graduation is three years' work or three units of English; the other twelve credits may be chosen from any of the other subjects taught in high school. It would be possible to obtain these credits from studies, or rather from subjects that required no study, at least no preparation study. The result is bound to be a cheapening of the high school diploma ,which should stand for something substantial in an intellectual way. The present elective plan has been in operation but two years and already the tendency to withdraw from the more intellectual work is shown in the list of credit units of the graduating class. It would only be natural to suppose that this tendency, unless corrected, will grow stronger as years go on.

Now the subjects of instruction offered in high school may readily be classified in a grouping scheme and the groups may be defined as follows: Scientific, English or Literary, Classical, Normal Preparatory, Domestic Science, Mechanic Arts and Commercial. These names are suggestive merely, but indicate in a general way the scope of training under their respective heads.

In all the above groups except the commercial, which represents a specialized training in certain lines and calls for its special requirements, the subjects of English, algebra, plane geometery, history and science should be required as a basis for graduation. The first four groups should also include the completion of at least two years work in a language.

This general requirement will constitute about fifty per cent of the credit necessary for graduation. The remaining credits would then be made up from those subjects which are distinctive of the course, or they may be made up from any other subjects in the high school curriculum, in which case the grouping might be called "Elective."

This, in a general way, is the plan in vogue in most of the strong high schools of the country. It represents no extreme view. There is nothing mandatory in such a scheme; it simply points the way, advises and suggests.

I have firm convictions on the subject of the elective system of studies for high school students. The tendency in such a system, with little or no modification, is bound to be in the direction of weak scholarship. This tendency may be checked by a rigid advisory supervision, to which all will subscribe, but it will not be eliminated. There should be some differentiation in the recognition given to a high school course which has embraced a training in those studies commonly accepted as basic in the development of the several mental faculties, and one which discards these studies in whole or in part, and substitutes therefor a purely manual or mechanical training.

(Signed) GEO. A. EATON.

A PLAN FOR MUNICIPAL AND EDUCATIONAL UNITY OF ADMINISTRATION.

Prepared by W. G. Roylance and Edward J. Ward.

Ogden is a community of thirty thousand members. By reason of its location at the mouth of Weber Canyon, one of the easiest avenues of ingress to the Great Basin, and at the junction of three trans-continental railroads, it has been from the beginning an important commercial center. As a result of this, its population has been and is of a mixed and diversified character, making the problem of its unified advance difficult, but giving promise of a richly varied and interesting common life as the city finds itself.

Diversity Increasing.

The city is at the heart of a bountiful agricultural district, well watered by the confluence of the Weber and the Ogden, two of the largest rivers in Utah. Until recently, the industrial development has been comparatively slow because of the absorption of the community in commercial activities. But within the last few years the production of raw materials in the country about Ogden has increased so rapidly as to justify and necessitate the establishment here of manufactories on a large scale. The City is rapidly changing from being merely a market place for the exchange of commodities produced elsewhere to one whose possibilities of development are based upon its own productive industry. Already there are in Ogden or in its immediate vicinity twenty-five canneries, great railroad shops, and plants for the manufacture of sugar, confectionery, clothing, structural iron, brick and tile, and cement; and two new manufacturing plants are in process

of erection. In addition to the divergence of employment of the citizens engaged in professional, commercial, and agricultural pursuits, over seven thousand members of the community are at work in most widely various forms of industry.

A Threat? Yes—And a Promise.

By reason of its industrial development, the people of Ogden are going farther apart in specialism of occupation, in the earning of livelihoods, and this, taken with the separations that are due to difference of race origin and diversity of opinion or belief, augments increasingly the threat of social disintegration, the falling apart, which, unless counteracted by an equally strong unification, spells civic, moral and finally economic deterioration for any community.

If, however, this fundamental unification is secured and developed, the very diversities of interest, which otherwise threaten dissolution, will become the resource of a successful, vigorous and satisfying civic life.

City's Consciousness of Need.

That the consciousness of the need of fundamental unification and the will to achieve it, exist in greater or less clearness and strength, universally, among the people of Ogden, is apparent to those studying the city and conversing with its inhabitants. In civic matters there is the desire for understanding and the removal of artificial partitions, which has expressed itself in the adoption of the commission form of government, with its removal of party distinctions and obliteration of ward boundaries in the selection of these agents of the City's co-operation. In recreational development it has expressed itself in the provision, or rather the beginning of provision, of means for the growth of public cordiality through the people's enjoyment together of common pleasures. In commercial and industrial matters it is apparent in the conversation of business men who seek to call forth the spirit of civic pride and "get-together' for the prosperity of Ogden. This out-reaching consciousness and will for unity which is the basic hope of a progressing civilization, is present in every American community, but in none is it stronger, more variously expressed or more apparent than here. It is the democratic repetition of the ancient story of creation, the spirit of unity, of order and organization brooding over Chaos, and willing that out of it shall come Cosmos.

Machinery of Organization Necessary.

There is abundant evidence of dissatisfaction with the present fundamental apartness of the people of Ogden, and sincere regret at the misunderstandings, pettinesses, frictions, antagonisms and prejudices which exist. There is no person in Ogden who is not somewhat ashamed of the fact that there is no adequate public provision for the young people of the City "to have a good time without going wrong," ashamed of the fact that there is dissipation of the energies of Ogden's youth where there should be constructive well-directed and wholesome recreation. There is also abundant evidence of the growth of genuine community ambition, a sentiment of deep desire for the realization of the greater strength and wealth and happiness which democracy and neighborhood ought to afford. But this dissatisfaction with disunity, this sentiment of community ambition, this broadening of human feeling, is not all that is necessary to bring ordered unity out of the city's civic, recreational and economic disconnection. There is the practical, material necessity of machinery of understanding, acquaintance and co-operation. The best thought of the past century

has been devoted to the invention and perfecting of machinery by which **things** should work together for good, by which physical forces should be combined for the production of wealth. Today it is recognized that the problem of community adjustment includes the necessity of perfecting machinery by which **people** may work together and think together, and enjoy together for good; by which social forces and individual energies may be combined, not to produce wealth merely, but to produce that which gives wealth all its value—human welfare. The perception of this practical necessity of a means of our getting together as members of the community in an organization that shall place under our diversities of interest and activity, a real and working unity of basic integration, is becoming general in the thought of the leaders throughout America today. President Wilson recently phrased this general perception in these words:

> "It is necessary that simple **means** be found, by which, by an interchange of points of view we may get together, for the whole process of modern life, the whole process of modern politics, is a process by which we must exclude misunderstandings, bring all men into common counsel and so discover what is the common interest. This is the problem of modern life which is so specialized that it is almost devitalized, so disconnected that the tides of life will not flow."

In order to get together into a single organization of the whole citizenship, it is first of all necessary that the City be equipped with a system of commonly owned and conveniently distributed buildings and grounds capable of being used as centers of orderly assembly for the presentation and all-sided discussion of public questions, capable of being used also as neighborhood club houses and centers of well directed and wholesome recreation. There is necessary also the employment of a staff of community servants, men and women hired in each district, not to promote any individual or private advantage, but devoted solely to serving the community as a whole. This need of practical machinery for citizenship organization and co-operation in the wholesome use of leisure is universal; but nowhere is this need greater than in Ogden.

Necessary Machinery Now Here, But Unappreciated and Unused.

In its system of public school buildings and yards, Ogden now has a distribution of neighborhood houses and grounds, belonging to all the people and capable of being used, even in their present state of inadequate equipment, as district centers of citizenship-organization, not only for voting, but for that orderly, all-sided deliberation upon public questions which is the recognized prerequisite of intelligent voting; capable of being used and indeed inviting use as neighborhood club houses and centers of well planned and directed recreational activity. In its public school system, even as now unused most of the time and with its full development all unrealized, Ogden has what biologists call the adumbration, the foreshadowing of the adequate machinery of its practical self-organization. It is no question of creating a new system of community equipment. It is merely a question of the city's economical and efficient use and development of its existing conveniently distributed machinery.

A few years ago, if one had asked what stands in the way of the full use of this system of neighborhood buildings as centers of organized civic expression and wholesome recreation, the answer might have been given that these buildings are for educational use, and citizenship expression and recreational activities are not educational.

Today that answer can no longer be given, for the constructive (together-building) processes of civic expression and organized recreation on the part of adults and older youth, are seen to be as truly educational as the instruction (in-building) of children. The old idea of education as being merely a juvenile function is no longer in the way of the city's making full civic, social and recreational use of its neighborhood equipment.

What, then, is in the way?

It may be answered that the trouble lies in the character of the public servants employed in each of these district buildings and the conception that exists regarding their function. They are teachers, and the service that adult citizens require in their use of the school buildings is not that of teachers **over** them, but of clerks or civic secretaries **under** them, and the service that is needed for the recreational use of the common school houses is not that of teachers **over** the older youth in their use of the buildings, but rather that of leaders and companions **with** them in their recreations. Moreover, it may well be said, that for the systematic organization of the use of the schoolhouses by adults and older youth during the time that they are unoccupied by the children's instructional activities, it is necessary that a civic secretary and general director of recreation be appointed as associate or assistant to the superintendent of schools. All this is true, but this increase and adjustment of the personal service that is necessary for the systematic organization of the full civic, social and recreational use of this common property may be expected to be quickly made when once the great obstacle to the city's use of its community equipment is removed.

What is that obstacle?

Before considering the answer to that fundamental question it may be well to see how, from within the school system of the city, there has been growing a movement of out-reaching development tending to fit the schools for meeting this need.

Striving Within School System to Meet Community Need.

While there has been growing in the mind of the city the consciousness of its need of such unification as only the full use of the public school system is capable of satisfying, there has been a marked tendency toward community adjustment from within the school system itself, and the internal efficiency of the system has been strengthening and perfecting so as to make it increasingly capable of meeting the city's need.

When the conditions of the school system five years ago are considered, and the comparatively limited resources with which the present administration has had to work, the progress made by it must be a cause of pride to every observing and thoughtful citizen of Ogden. The improvement in the method of appointment and advancement of teachers and the scheduling of salaries has brought the system of Ogden from its position near the worst among American cities to a place which compares favorably with any in the systematic handling of this essential matter. The encouragement of professional self-improvement on the part of teachers through university-extension study has been most commendable. As compared with the average school system there has been brought about by the present administration throughout Ogden's teaching staff an excellent spirit of cooperation and esprit de corps. A careful investigation has failed to reveal any more dissention and disloyalty than unfortunately exists in practically all school systems, and much less than might be ex-

pected, considering the low scale of salaries which the poverty of the system requires here. The perception of the importance of the personality and professional equipment of the teaching force, and the willingness to sacrifice everything else for it, if necessary, shows true pedagogical understanding in the present administration. There has been, not only indirectly, through the better organization of the teaching staff, but directly in better grouping for instruction and otherwise, a marked improvement in the service of the schools to the children. The course of study, while still imperfect, as is the case in every city, has been systematically organized, with such enrichments as are approved by modern educational thought. The school plants, though still far from adequate in extent and equipment of ground, and though far from the practical ideal in design and equipment of buildings, have yet shown a steady improvement. But in nothing has there been greater significance than in the tendency shown to adjust the character and activities of the school system to the larger task of community integration. The inauguration of industrial training, the extension of school and home gardening, the establishment of an evening class in domestic science for young women, not otherwise enrolled in the schools, the practical demonstration given of the economy and feasibility of the school houses being used as polling places, the method followed in securing decorations and much needed special equipment by the fostering of community contribution when public funds were not available, and the beginning of the practice of first hand conference with the citizens in the various districts upon important questions of policy—all these are signs of out-reaching within the school system to meet the larger need. And the much discussed "half day" plan, considered both as an experiment partly worked out in practice, and a proposed program of future policy, is to be intelligently comprehended only when it is seen as an expression of this earnest striving from within the system to bring about the adjustment of the schools to actual community needs.

In the discussion of the "half day" or part-time plan, it appears that most of the emphasis has been placed upon the pupil's being out of school part of the time. At least equal emphasis should be placed upon the possibility under this plan, of bringing into the schools persons who otherwise would get no instructional benefit from them. The great underlying purpose of the proposal is educational expansion through co-operation of the school with the industrial and the home life of the community. If it can be carried out in an atmosphere of constructive criticism and appreciation of its splendid aim, on the part of the people of Ogden, it will tend to vitalize the work of the schools by keeping it in touch with reality, and at the same time will carry into the domestic circle, and the industrial activities of the community the trained intelligence and the high ideals of the schools. The thought underlying the part-time plan is not new. For a quarter of a century and more the educational thinking of the nation has striven toward the closer unity and the ultimate identity of school activities with all the community's life functioning. Part-time in school, and part time out—the whole conceived as education—is in successful operation in Munich and many other places in Europe, and in Cincinnati, Fitchburg, and many other cities and towns on this continent. The plan proposed in Ogden which aims to combine the best features of the plans in operation elsewhere, so far as possible with the resources that have been available in the Ogden schools, has received the approval of educators of national repute such as P. P. Claxton, M. V. O'Shea, and John Francis, who, by reason of their familiarity with the problem have comprehended the larger signifi-

cance of the Ogden half-day plan. So important a matter as this should not be judged merely with regard to the practicability of transitional and experimental arrangements incidental to its trying out. It is unreasonable to expect that so important a readjustment could be planned so completely de novo that no changes would have to be made as the result of experience. It should be judged upon its merits, never forgetting that it is aimed, as education must be aimed. to meet not past conditions nor theoretical situations, but present conditions and immediate necessities, and remembering the unfortunate fact that like other recent developments in the schools of Ogden this beginning has been made under conditions which have produced financial stringency for the whole system.

This process, variously expressed, of expansion from within the school system to meet the city's need as at present divorced from the central administration. seems to have gone about as far as its resources will permit.

Here, then, is the situation. The City needs and is becoming conscious that it must have access to the machinery of its comprehensive self-organization, civic, recreational, economic, which only the full use of its public school system can furnish. And here is this equipment of community property, served by a publicly employed staff of men and women, in whose conduct and administration there is an evident striving under difficulties to be of use as the city's machinery of adequate self-organization.

What is the Obstacle? Disunity.

It requires no profound study, but simply a little clear eyed looking at the matter, and the practical application to it of a modicum of common sense, to see that the root of the difficulty lies in the disunity of administration, the fact that the city has two commissions for the management of its public business which can be efficiently managed and developed only as unity of administration is secured.

Unify.

Because of the financial saving and the business efficiency that would result from unification of administration; because the public school system cannot succeed even in its prime function of effectively training children for citizenship and promoting their morality unless the adults and older youth of the community make use of the school houses as centers of organized civic expression and wholesome recreation: And because this full use of the public school system as the machinery of the City's comprehensive self-organization depends absolutely upon the unification of its municipal and public school administration. Therefore, we find, after careful study of all the elements of the situation and after consulting officials and other responsible and well informed citizens, that the key to the solution of Ogden's problem, civic, moral and economic, is the consolidation and identification of its municipal commission and its board of education.

Save Money.

At present, Ogden has two commissions for the administration of its municipal affairs; one, whose headquarters is in the City Hall, another with its headquarters in the Colonel Hudson building. The duplication of office equipment and help is but the obvious outcropping of a duplication of systems of equipment and service that would be financially extravagant and wasteful even if the taxpayers had money to throw away. For instance, the taxpayers are paying

rental upon polling places and hiring special clerical service for their voting when, conveniently distributed throughout the City are buildings which the taxpayers now own, capable of being used for voting, and in each of these buildings is a publicly employed person well-fitted to furnish the clerical service. Each election costs the taxpayers directly, considerably more than a thousand dollars. The last election cost $1,378.32. Most of this expense would be obviated by the use of the school system as the election machinery. But this is not the only saving that would be effected in connection with elections through the civic use of the school buildings. A large part of the campaign expenses, those that go for hall rent and publicity, all of which comes directly or indirectly out of the taxpayers' pockets would be saved, by the use of the school houses as common places of citizens' assembly to hear the claims of the various candidates and the arguments for voting this way or that. And not only this way but in many others, is the supporting of two separate and duplicating systems of public equipment financially extravagant, and apparently the community has already entered upon a program of further wasteful duplication of expensive equipment.

In Liberty Park, there is an out-door recreation outfit which cost the citizens some twenty-eight hundred dollars. It is not a complete playground equipment because there is not a public building there located for the children and older people to use during the evenings and during cold or otherwise inclement weather. Without such a building as part of the recreation equipment ,this outfit is bound to stand idle most of the time. Meanwhile, the children of the citizens, the same taxpayers whose money paid for that unused equipment, are and will continue to be assembling in neighborhood buildings and upon neighborhood grounds; and there, where the children actually are, there is practically no equipment indoor or out for wholesome recreation. And now there is in the hands of the municipal commission that meets in the city hall, a petition signed by some nine hundred of the citizens residing in one section of the city, for the establishment of a community plant that will afford recreation opportunities. A community plant, to be complete even for recreation alone, means a building as well as a piece of ground. Meanwhile, in that very district, as in every section of Ogden, there is a community building and ground that now belongs to the citizens, which is idle during practically all the time that a special recreation center would be in use, and which must have practically all the equipment that would be installed in a recreation center, if it is to do its prime work well. If this petition is granted for this district it is likely to be followed by similar petitions from other districts. This points to the purchase of land for small parks and to the erection of buildings to be used as recreation centers in every district of the city. Meanwhile the existing public buildings will stand idle during practically every hour of the time that such a duplicate system of neighborhood equipment as is projected, would be in use. The result will be two poorly supported and half used systems of community equipment, costing enormously and the financial necessities of each preventing the other from getting the money it needs for efficient service.

The separate small park and recreation center duplication of the public school system has been attempted in Chicago. Beginning a score of years ago when the idea of divorce of education from practical affairs was at its most absurd extreme, the taxpayers of Chicago have poured twenty million dollars into this extravagance, and secured for it the equipment of less than one-tenth of Chicago's neighborhoods, at the expense of robbing the whole school system of financial support, and deprived nine-tenths of Chicago's children of the recreational

equipment that twenty million dollars would have purchased had it been devoted to securing equipment to be installed in the existing school buildings and upon the existing school grounds, instead of being spent for new grounds and new buildings. The result today is summed up by John R. Richards, Superintendent of the South Park System and agreed to by his predecessor E. B. DeGroot, and the greatest recreation center and school architect in America, Dwight H. Perkins, as an absurd and increasingly expensive community extravagance; increasingly expensive because it is now seen that, if the recreation center is to be fully developed, it must have practically the full equipment of a modern school plant, just as it is coming to be seen that the modern school plant is not properly designed and completely outfitted unless it has all the equipment of a well-appointed recreation center.

Putting the question on its lowest grounds; can the taxpayers afford this progressively increasing extravagance of duplication?

The City Cannot Afford This Extravagance.

Whether the recognition that civic expression is education is universal or not; that is, whether it is recognized that the provision of separate places for voting, instead of using the school houses for this purpose, is actual duplication of educational equipment; every intelligent person recognizes that organized recreation is an educational function and that the building of separate recreation centers when the schoolhouses are idle, is distinctly a duplication of educational equipment.

Now, the question is—judging from Ogden's present expenditure for educational purposes, can it afford the extravagance of duplication?

The total cost of running the schools of Ogden for the year 1912-1913 was $276,697.52. This amount was derived from the following sources:

Ogden's apportionment of state school fund	$ 59,484.32
Ogden's apportionment of county school fund	23,393.42
From local taxation, interest on investments, etc	193,819.78
Total expenditures	$276,697.52

As Ogden pays into the state and county funds more than it draws from them, these figures do not represent the total expenditure of the city for the support of public education, not to mention the large expenditure for denominational and other private education which, of course, comes out of the community's resources precisely as does the public tax. On its assessed valuation of $14,724,530, Ogden paid a county school tax of 7.637 mills, amounting to $103,616.52, and a state school tax of 3.5 mills, amounting to $51,536.85. That is, the city pays into these two funds a total of $155,153.37, and recieved from them $82,877.74. Thus the citizens of Ogden contribute to the support of the schools of the state and the county $72,275.53. In addition to this Ogden's portion of the state expenditures for the support of higher education is $46,725.75. Therefore, the total expenditures of Ogden taxpayers for the support of public education are:

For city schools	$276,697.52
For county schools	72,295.53
For state schools	46,725.75
Total	$395,718.80

The total per capita expenditure of Ogden for public education is $13.19 on the basis of thirty thousand population. Its per capita for the support of its own schools, for the year 1912-13 was $9.22.

As there are no accurate figures available from which we can determine the earnings of the community, it will be difficult even to estimate how much of a draft upon its resources, these expenditures constitute. The total percentage of the assessed valuation of its property for all school purposes is 2.266; of its total wealth .755. We have figures which give some indication of the average earnings; as,— There are 7,000 persons employed in the trades, at an average wage of about $3.00. These earn in the aggregate probably about $4,000,000 annually. These, however, must represent more than half the earners of the city. And if we suppose that there are four thousand more, in business and the professions, with an average income of $1,000, it will give another $4,000.000. There are nearly $10,000,000 of bank deposits, which perhaps pay a total income of $500,000. The total is $8,500.00 This divided by thirty thousand gives an average income of $283 per capita. Of course, so rough an estimate is of no value, except merely as an indication, but there are many other things which point to the conclusion that earnings and incomes in Ogden average high. Counting five to the family, we should have an income per family of $1,415.00 annually.

The statement that Ogden cannot afford the duplication of its public equipment for community purposes is not based upon the supposition that the city is poor. That is not the case. On the contrary, it is comparatively rich. Nor is it based upon the assumption that Ogden is paying a high percentage of its income for public education, in comparison with other cities. That assumption does not seem to be well founded. Some of the smaller cities of Utah pay a much higher rate. Ogden's percentage of income expended for all public purposes is 4.6. One Utah town expended, last year, for public educational purposes 21 per cent of its entire income. Three other towns averaged 15 per cent. No data are obtainable to show how Ogden compares with other cities of like size and industrial character in this respect. The expenditures per capita, however, are available. Comparison with other cities shows that Ogden has a very high expenditure per capita of population, but its expenditure per capita of the children enrolled in the public schools is lower than any other cities comparable in size, as shown in table on page 9. The following table gives the cost per capita of population for Ogden and eight other cities, which however have a much larger population:

Chicago per capita population	$4.54
St. Louis	4.20
San Francisco	4.26
New Orleans	2.89
Los Angeles	4.76
Newark	6.02
Milwaukee	3.66
Salt Lake City*	7.39
Ogden*	6.28

*For 1912-1913, excluding payment of matured bonds.

Of its total revenues for all purposes, Ogden expends 36% for the support of its schools. The following gives the comparison with nine other cities:

Chicago	.26
St. Louis	.23
San Francisco	.23
Milwaukee	.25
Newark	.32
New Orleans	.23
Los Angeles	.35
Salt Lake City	
Ogden	.36

The expenditures of Ogden for the support of public education were $68,186.23 greater in 1912-13 than in 1911-12. $35,000.00 of this increase was in payment of matured bonds, leaving a normal increase of $33,186.23, or 5.6 per cent. This rate of increase, which no doubt is safely within the ability of the taxpayers is, however, far from sufficient to enable the schools to maintain their present rate of progress. It is wholly inadequate to enable the schools to keep pace with the rapid growth of the community. The local tax levy is 8.363 mills, nearly the limit that can be reached without a vote of the taxpayers, a little more than in Weber County, but much less than in many Utah districts. It is certain, however, that the improvements needed in the Ogden schools, simply to provide the necessities for their narrow use as merely the centers of children's instruction, cannot be made from the proceeds of tax levies alone. Bonding is necessary. An analysis of the financial condition and a comparison with other Utah cities and districts will show that relatively and absolutely the city may safely bond much more heavily for school purposes. At present Ogden is carrying a municipal bonded indebtedness of over $1,000,000, and the school bonds of only $195,000, or more than five times as much for general municipal as for school purposes. Generally throughout the state, the proportion for schools is larger than this; in the smaller towns, much larger. Relative to population and to assessed valuation, it is much greater in Salt Lake City and Murray, though less in Logan and in Provo, as shown by the following table:

Cities	Population	Assessed Valuation	School Bonds	Municipal Bonds
Salt Lake	105,000	.....	$1,485,000	$4,398,000
Ogden	30,000	$14,924,531	195,000	1,005,000
Provo	10,000	.....	182,000	.....
Logan	10,000	.....	162,000	.....
Murray	5,000	.....	22,000	.....

But the true test of ability to bond is the present earning power, the rate of its increase, and the assurance that there will continue to be a sufficient increase in the earning power of the community. We must bequeath to the future, not only the debt, but the ability to pay it.

From the above it appears that Ogden is comparatively well able to make a considerable bond issue for the immediate improvement of its school plant and equipment. We suggest the advisability of caring for all permanent improvements for some time to come by

bonding, leaving all that can be derived from annual taxation for the maintenance of the schools.

Of the permanent improvements needed, some of which are mentioned in other parts of this report, the following should be supplied as soon as bonds can be voted:

The placing of all school buildings in a thoroughly sanitary condition.

The installing of adequate, modern heating and ventilation in all buildings.

Indoor and outdoor gymnasium equipment sufficient to meet the needs of all the school children.

The extension of the school grounds to provide for school gardens as well as adequately to provide for space for play.

The removal or renovation for use of the two old buildings in the rear of the Central Junior High School and the Madison School respectively.

Such addition to present buildings or construction of new buildings as will relieve the congestion that now exists in some of the schools, and will make unnecessary the use of rooms below the ground level for study or recitation.

Increased equipment for industrial training in the High Schools and adequate industrial training equipment for all schools, elementary as well as high.

Ogden Has Not One Cent to Waste on Duplication.

Ogden's bond limit for school purposes is $441,735.00. The outstanding bonded indebtedness for schools is $195,000. This leaves in round numbers, $250,000, that the taxpayers may yet elect to issue. If this whole amount were issued, it would **not** be sufficently adequate to meet Ogden's need for ample school grounds, buildings and equipment. With less than the amount of money that this bond issue will yield, the schools will not only be physically hampered, but their deterioration cannot be prevented.

The public school system of Ogden needs for its efficiency, considered merely as its public instrument of instruction of children, MORE money than can be secured from annual taxation and from bonds. Obviously Ogden cannot afford to waste one penny in the purchase of land and the construction of buildings for a duplicate system of community equipment. But, this is what it does when money is spent for the rental of places for voting while it has and might be using its public school houses for this purpose; and this is what it has begun to do in its installation of recreational equipment in Liberty Park and this is what is likely to be done on an extensive scale if the petition in the hands of the Mayor is granted and the policy of small parks and recreation centers separate from the public school buildings and grounds is followed out. This is what is being done and is likely to continue to be done if the city commission and the school board are not consolidated.

Community Plants are Best and Cheapest School Plants.

It is obvious that the ground that is used as a school yard during the early part of the school days can be used as a small park and recreation field by all of the people in the community and that the best school ground is the best park and recreation field, and vice versa; so that the purchase of separate plots of ground for recreation purposes is a clear duplication. To one who is not familiar with the recent and best developments in school and recreation center archi-

tecture, it may not be so obvious that the building of community recreation centers, separate from the schools is a clear duplication. For a number of years Dwight H. Perkins was school architect of Chicago. He then became the architect of recreation centers in the Lincoln Park system. For several years he worked on the two sorts of buildings. About a year ago, to meet the requirements of a community that needed a new school house and also wanted a recreation center, but could not afford two separate plants, he worked out a school plan that combines the features of the two sorts of buildings. The result was a structure that is not only perfectly adapted for use by the adults and older youth of the community as a civic gathering place and recreation center, but is better adapted for use as a school house and more economically arranged than the traditional type of school buildings. And instead of being more expensive, this combination school house and recreation center is actually cheaper than the old style of construction. The idea is being copied in many places in the middle western states.

The first outstanding feature of this style of building is that it wastes no space in halls and stairs. It is a one-story structure. Most of the school buildings in Ogden have from a fourth to a third of their space given up to halls and stairs. It is top-lighted so that there is no difficulty in difference of lighting on account of nearness or distance from windows. It is absolutely free from fire risk, for the children can get out of the building without any stairs or fire escape to descend. And obviously it is not only more convenient for the use of the older people who come to the building in the evening by reason of the absence of stairs to climb, but is also more convenient for the teachers and pupils.

Another feature is the practical combination of an auditorium equipped with a full sized stage and a gymnasium. The size of the stage is secured without robbing the rest of the building by its being the kindergarten during the day; heavy sound-proof curtains shutting it off from the large auditorium when it is being used as a kindergarten. This stage being raised affords a place where the seats needed for its use as an auditorium may be stored when the room is being used for dancing or as a gymnasium, and also affords space for storing gymnasium apparatus when the room is being used as an auditorium.

Now it is not to be expected that the architecture of the Ogden school buildings will be suddenly transformed by the systematic beginning of their use as centers of civic, social and recreational activities during the time that they are now idle. Certain minor changes and additions to their equipment must be made at once, such as the installation of electric lighting. But in the future there is sure to be a tendency to modify the architectural character of the Ogden school houses to adapt them for full use as neighborhood centers, and the point here to be emphasized is that this means better schoolhouses for the children, instructional use, and actually cheaper construction than Ogden has at present.

If the city commission and the school board are combined, the first step is taken toward the working out of a model system of centralized neighborhood equipment, at once better schoolhouses than the city has at present, and better recreation buildings than could be secured otherwise. If on the other hand the present disunity of administration is allowed to persist, Ogden will continue to be without modern physical equipment for either the purpose of children's instruction or civic and recreational uses by the rest of the members of the various districts in the city.

Avoid Duplication of Function.

The addition of the work of the school board to the present and recognized work of the municipal commission would require no change in the character of its duties, but only the logical extension of its functions on the lines of its present responsibility. The various sorts of duties which are now handled by the school board without business-like division, such as would make the definite placing of responsibility possible, may easily be distributed among the several municipal commissioners on the precise lines of their present division of responsibility. For instance, the finances of the public school system would be taken care of by the department of finance of the city government and be under the supervision of the head of that department; the care of the school buildings and grounds would be looked after by the department of the city commission that has charge of public property, and be under the supervision of the head of that department; the work of truancy prevention, sanitary inspection, and so on, would easily be included in the care of the department of public safety.

There are now two systems of bookkeeping, budget making and financial accounting. Under the unified administration of the city's affairs there would be but one and this would not only cost less, but obviously it would be more efficient. There are now two separate elections of public servants to whom the affairs of the city are committed. With the unification of administration the time-waste and the expense of one of these elections would be obviated. There are two systems of report printing. With the adoption of unification, there would be issued more comprehensive and valuable reports at less cost than is at present incurred. The city has two systems of policing. Though not usually recognized, the function of a police department does reside and has from the beginning resided in the public school officials, the principals, the teachers and the truant officer. The duty of preventing disorder and promoting morality is common to both. Their efficient correlation demands their being combined under one administration. Obviously the maintaining of two systems of caring for the gardening and parking of public grounds is wasteful and ineffecient. The care of all public grounds should be under one management. The same is plainly true of the work of public architecture and engineering ;and emphatically true of the work of health inspection, promotion, and sanitation. Beyond question, the work of the juvenile court and the distribution of relief should be under the same administration with that of the schools. In their provision of texts and supplementary reading material, the public schools are now maintaining a public library. Meanwhile over the door of the "Public Library" are these words, "In the education of its people lies the safety of the republic." Could there be a plainer declaration of duplication, especially as this is backed by the fact that the public schoolhouses are used practically not at all as branch public libraries, as they, of course, would be if these two parts of the city's educational equipment were unified under one efficient administration.

The School Superintendency.

Of course, as the appointee of a school board that is also the municipal commission, the superintendent of schools would have the same responsibility and function as at present, but obviously, he would be in a better position for efficient work than the occupant of this office now is.

He would derive his authority from, and have the co-operation of, a body of men devoting their whole time and energy to the administration of the city's business, instead of having for authorization and counsel, a body which meets for but an hour or so each week.

His work would not be hampered by the annoyances of an opposition that arises, at least in part, from old jealousies, antagonisms and prejudices due to the division of, and the differences between, the board of education and the municipal commission.

By having the co-operation of the department of finance in handling the money affairs of the school system, the co-operation of the department of public property in looking after the buildings and grounds, and the co-operation of the department of public safety in the work of truancy prevention and inspection, the superintendent would be relieved of much of the business management to which he now has to devote his energy and time, and would be able to center his attention and effort upon the more professional part of a superintendent's work.

Moreover, by his position as the executive appointee of the single administrative body of the city, the superintendent would serve not only to make the work of educating the children more effective by his having access to the resources of the various departments of the city government insofar as their work may be advantageously correlated in the efficient administration of this most important work, but he would also serve, in some degree as a preserver and promotor of unity of organization in the work of the commission itself. In this position, the superintendent would not be a "city manager;" but if this plan is adopted, it will be seen by students of municipal administration that under this plan, the advantages of both the "commission form" and the "city manager" plan are secured—the distribution of functions which belongs to the commission plan is preserved, and at the same time, the centralization of those responsibilities that should be centralized, with the consequent unification of the work of the whole body, is secured. It has all of the advantages of the "city manager" plan, without carrying too far the centralization of responsibility, as seems to have been done in the cities and towns that have gone to this extreme in striving after unity in municipal administration.

Obviously, the focussing of attention upon the work of the superintendent, which the establishment of his office under the unified commission would secure, would tend to call forth the highest capacities of the man who occupies this position, would protect him from the indignities that the present occupant of the superintendency is called upon to suffer, and would be a guarantee that the selection of a man for this position will continually be upon a high standard.

The Civic Secretaryship.

As has been suggested above, the increased use of the public school buildings and grounds as centers of civic expression and municipal recreation, which would be facilitated by the placing of their control in the hands of the single commission, would imply the establishment of the office of general civic secretary and executive organizer and director of the wider uses of the public school plant.

The responsibility of this office would not conflict with that of the superintendent of schools, but would begin where the responsibility of the superintendent now ends. The superintendent is officially responsible for organizing and directing the use of this system of neighborhood buildings as centers for the instruction of children. His responsibility is simply over the children who are enrolled in the

public schools. He has the regular and established use of this system of buildings under his administration. Now the whole realm of the use of these buildings by adults for voting and for other civic activities and their use by young people for training in self government, and their use by all the people as centers of recreation and culture, requires as definite and systematic organization, and continuous attention as does the work now established in the hands of the superintendent of schools.

The function of this office of civic secretary would include the arrangements for and the handling of the details of the use of the public schoolhouses as polling places and as centers of civic assembly. In his relation to the adult citizens in their use of these buildings, the civic secretary would obviously not be over the citizens in authority, but under them as the clerk of a board of aldermen or of a deliberative assembly in the state house or the national capitol is under its membership, or as the clerk was, in the old New England Town, not over the citizens, but at their service and command.

In order to work out efficiently and economically the use of the use of the schoolhouses as centers of district citizenship organization and expression, it will of course, be necessary to have district secretarial service provided.

It has been found that normally this work may be rendered best by the school principal in each district.

In order to take charge of the work of social center organization it is obviously necessary that the school principal should be relieved of some of the detail work for which he is now engaged. Obviously, the authorization of the principal as the district clerk for voting and for deliberation of the citizens will tend to make his service as principal over the children in a community more vital and efficient by as much as he will be kept constantly and officially in touch with the adults of the district. Not always, however, is the principal qualified to render this service, and in some cases it may be necessary to arrange for its being rendered by another competent person. But whether the school principal directly administers this work or not, it ought to be organized under his general supervision so as to keep the unity of the social center with the work that is now being carried on in the building. But whether the school principal directly administers this work or not, it should be definitely remunerated from the beginning for it is as real public service as the teaching of children, and without remuneration there is no definite fixing of responsibility.

A few years ago it was supposed that the administration of the uses of the schoolhouses as civic and recreation centers necessitated the appointment of a general civic secretary separate from the city superintendent of schools. But during the past year Mr. W. E. Maddock, the superintedent of schools at Superior, Wisconsin, has demonstrated that the administration of social center activities may be carried on by the superintendent himself. To be sure, Mr. Maddock had one assistant whose work it was to organize and outline this development, and now Mr. Maddock has six assistants specificially engaged for this work of community organization. But the experience of Superior has shown that the function of general civic secretary may be, and indeed does tend to be combined and unified with that of the city superintendent.

Whether this work be done by an associate or assistant the superintendent or directly by the superintendent, it is important that it be officially defined. The general civic secretary occupies somewhat the same relation toward the school principals in their work as district secretaries that the superintendent of schools occupies to-

ward the principals in their work of directing the children's instruction. The general civic secretary will assist in bringing about the initial organization, in suggesting constitution, programs, speakers, and in assembling, organizing and transmitting the information gained from the experience of the various communities, so that this may be available for the use of all the communities.

By having this general civic secretarial office established at the center of administration of the city's affairs, it will serve as a convenient agency for the municipal commission in bringing about the orderly consideration by the citizens of such matters as the commissioners might wish to refer to the people, and so would help to bring about a more discerning and intelligent support of the citizens' agents in their work. On the other hand, his appointment and the establishment of his office would tend to prevent the bothering of the commission by individuals "cranks" and to obviate interference with the commission's work by little private, volunteer and irresponsible organizations of factional character and partisan bias. It would bring the citizenship as an organized body closer to its municipal agent, and conversely, it tends to prevent the municipal agents from either lagging behind or going ahead of the intelligent and well-considered desire of the people whose servants they are. In addition to his service for the systematic consideration of local questions, of course, it would be the duty of the Civic Secretary to study how the problems of state and national welfare, for whose decision the citizens of Ogden have their full share of responsibility may be presented so as to have their consideration fair and the examination into their merits thorough.

In addition to his service as civic secretary under the citizenship, devoted to the work of making the common interest interesting, which would give its fundamental and basic character to his office, the man appointed to this position would have charge of the organization of the youth, the young and men and women of each neighborhood who are between school age and adulthood into a self-governing club patterned upon the adult civic organization of each district. At present there is no systematic training in self-government given to the young men and women who are soon to assume the full responsibilities of citizenship. By the adoption of this plan, this vital lack would be supplied in such a manner as to assure increasingly efficient citizenship in the future. Of course this work must be directed and for its direction there must be local responsible leadership. This is not a matter of considerably increased expense, however, for it has been found that this work can be well done by men and women who are already in the employ of the school system. Of course this young peoples club directorship, like the district secretaryship for adult civic assembling should be remunerated, but with an organizing general director of the work in the person of the Civic Secretary, it is not necessary to engage the whole time of the local directors of this activity.

The third general function that would come within the direction of the Civic Secretary would be the supervision and systematic organization of the recreational uses of the school buildings, their use for physical culture, for musical and dramatic expression, for lectures, motion pictures and entertainments of various kinds; and, as other forms of community co-operation centering in the neighborhood buildings are decided upon, it will be the work of the Civic Secretary to serve the people in the effecting of these co-operations, and to study constantly the problem of correlation and adjustment of the various activities that are carried on in the neighborhood centers in the school

buildings and upon the school grounds so that the adult and youthful activities may be efficiently adjusted together and so that these non-compulsory use of the school houses may be correlated with the compulsory use of these buildings by the children. The function of the Civic Secretary might be considered here in further detail, but obviously no man would be likely to be appointed to assist the superintendent in this work who would need detailed directions, and enough has been suggested as to his duties to indicate the necessity of the appointment of a man for this position, if the civic and recreational efficiency of the city is to be secured.

This Plan Necessary to Educational Efficiency.

It has come to be regarded as axiomatic that efficiency, not only in citizenship and in the power constructively to use leisure, which is the very core and fiber of morality, but also industrial and economic efficiency, which is at the basis of all possible advance, is first and finally dependent upon educational efficiency.

It has long been recognized by clear-seeing students of the great problem of human together-living that the development of that Public Spirit which is the breath and life-force of civic, moral and economic efficiency is dependent upon establishing an actual school for convenient use by the whole membership of a community—a "School of Public Spirit." The description given long ago by John Stuart Mill of the Society in which this provision is not made, appears to be not totally inapplicable to Ogden.

"Where this School of Public Spirit does not exist scarcely any sense is entertained that private persons . . . owe any duties to society, except to obey the laws and submit to the government. There is no unselfish identification with the public. Every thought or feeling, either of interest or of duty, is absorbed in the individual and in the family. The man never thinks of any collective interest, of any objects to be purchased jointly with others, but only in competition with them, and in some measure, at their expense. A neighbor not being an ally nor an associate, since he is never engaged in any common undertaking for joint benefit is, therefore, only a rival. Thus even private morality suffers, while public is actually extinct.

"It is not sufficiently considered how little there is in most men's ordinary life to give any largeness, either to their conceptions or to their sentiments. Their work is a routine, neither the thing done nor the process of doing it introduces the mind to thoughts or feelings extending beyond individuals; if instructive books are within their reach there is no stimulus to read them; and in most cases the individual has no access to any person of cultivation much superior to his own. Giving him something to do for the Public supplies, in a measure, all these deficiencies."

This recognition of the community need of an institution for the educating of Public Spirit, is applied to the problem of the American community in the words of President Wilson, quoted above. In the same address, in which those words were spoken, President Wilson declared that without the practical educational working out of a system of civic co-operation, the American experiment in self-government cannot succeed:

"There is no sovereignty of the people if the several sections of the people are at loggerheads with one another. Sovereignty comes with co-operation."

And today the perception of thoughtful men and women everywhere is clarifying to the recognition that the characteristic institution of America, the public school, is not only failing of two-thirds

of its service when used merely for the instruction of children, but that this established function of the public school cannot be successful unless the school house is made the center of civic co-operation and recreation for the whole community.

For instance, but a short time ago the International Congress on the Welfare of the Child at its meeting in Washington, D. C., put forth the following declaration:

"WHEREAS: The nation's system of district buildings, now used only for the instruction of children, affords the worthy, convenient, and appropriate machinery for citizenship-expression in voting and for that organized all-sided deliberation upon public questions without which voting cannot be intelligent, and for the training in self-government of youth between school age and adulthood; and

"WHEREAS: America's system of public school houses, representing as it does our great and primary co-operation, is capable of being used as the machinery of further co-operation in practically and permanently reducing the cost of living and in resolving industrial maladjustment and unrest; and,

"WHEREAS: Our system of common school plants, now idle during the time of public leisure which is the time of public dissipation, is ready to be used for constructive, well-planned, well-directed, wholesome recreation and for the democratic expression of music, the drama, and all the arts; and especially,

"WHEREAS: Only when the public school building is fully used by adults and older youth as the social center, the commonplace of civic, industrial, and recreational co-operation, can it efficiently fulfill its prime function as the training place of the child;

"THEREFORE BE IT RESOLVED: That the public school house be made the polling places and common council headquarters of citizenship and the training places in self-government of youth between school age and adulthood;

"That the public school buildings be used for such extensions of co-operative enterprise as the assembled citizens may agree upon, and that the use of the school houses as employment offices be correlated with their use for vocational training; and

"That the public school buildings and grounds as opened, during the time that they are now idle, as branch public libraries, art galleries, centers of musical and dramatic expression, lecture halls, motion picture theatres, gymnasia, and recreation centers for all the people."

Ogden's Present Illustration of This Necessity.

The general statements given above pointing to the necessity of the school's full use, if it is to succeed in its prime function, apply as clearly and as strongly to Ogden as to any other community. But it may be well to indicate how the present unfortunate situation in regard to the Ogden school system illustrates this necessity.

The first and final responsibility for the character of the public school system rests upon the adult members of the community of Ogden. The public education of the children is the chief co-operative enterprise in which all the citizens of Ogden are united. This co-operative enterprise of the children's education differs from all others in which the men and women of the city might engage, in this—however earnest and well directed may be the efforts of the administrative agents of the citizens, the superintendent of the school staff, yet the strongest influence making for the success or failure of this enterprise is and will continue to be the example set by the adult citizens of the community.

Investigation has shown that the present school administration and staff of employes is conscientiously endeavoring to develop in the children, by and through all the special training of mental perception and manual skill, the spirit of good citizenship, the capacity and will, not to shirk public responsibility, but to see in the co-operation of mind and hand and heart for the solution of the problems of public welfare, the supreme opportunity of life.

The first question to be asked is whether the adult citizens, whose example is the most powerful factor in the efficiency of the public school system, are setting such an example as tends to make possible the success of the public schools in their highest function.

Great and complex problems of national and state welfare, the selection of public agents and the determination of policies, are continually and urgently demanding careful examination and orderly all-sided discussion on the part of the citizens who are finally responsible for their solution. In the face of this demand for organized deliberation upon the vital questions of the common life, the citizens of Ogden have not been systematically "going to school to one another in the understanding of public questions." And even when questions of policy and method in the conduct of the great local co-operative enterprise of the children's education arise, such as those which have been agitating this community, they are not made the subject of calm and orderly consideration by the whole good natured citizenship assembling in the convenient and friendly district buildings that the city has. Does anyone imagine that the children's training in citizenship could be efficient, with such an example of bad citizenship set before them, as the children have had in the manifestation of intense, narrow and obviously prejudiced partisanship among a few busy people on the one hand, and the equally blameworthy (were people to be blamed for what is a fault in the system) lack of intelligent interest on the part of the majority of Ogden's citizens, on the other, in the treatment of such important questions of public policy as have been under consideration?

The futility of moral training of children in the schools, while the city is doing nothing constructively to prevent the leisure of the older youth, who set the children's actual moral standards, from being used for dissipation, is too obvious to require forth-setting.

The converse of the statement that the schools cannot succeed in their prime function of children's instruction unless they are fully used by adults and older youth as centers of civic expression and wholesome recreation, is equally true. The experience of communities all over the country where beginnings have been made in the full use of school plants proves that this is the way not only to improve architecture and better equipment of the buildings, but is the way directly to the increased efficiency of the service of the school as the center of children's instruction.

This fact of the futility of the public school's effort at civic and moral in-building of children except as it is made the center of adult civic expression and constructively planned and wholesome fun, and the hope of instructional efficiency that lies in the full community use of these buildings, which has its illustrations here in Ogden, is stated in these words, by Dr. Edward C. Elliott, one of the nation's keenest students of school efficiency.

"Nine-tenths—one may be fair—of the so-called instruction that aims to make for healthy active standards of citizenship is devoted to the mouthing of the mere forms of civic existence. Vital instruction

in the civic virtues means contact with the real pulsating civic life. The citizenship of the future must be trained in the civic forums of today. And the civic forum contemplated in the organization of the social center gives more promise of contributing virility and strength to civic education than any effort that has sought to bulwark political institutions since the days when the Athenian boy became a Greek through vitalizing contact with the life of his elders and the Roman boy was educated with and by Roman citizens.

"Closely linked with civic education is the more fundamental moral education. The school is learning that ethics and morals, to be effectively taught, must employ those channels of influence that have been found to be necessary in other subjects. Words and formularies will not be effective. The school must dig deeper if it wishes to reach those strata of human nature out of which comes the richness of a national conduct."

The Time is Here.

So to sum up the results of the investigation of Ogden's public school system from the point of view of its adaption to the needs of this community:

A study of the character of the population and the industrial development of the city, revealed the urgent and growing need of comprehensive and effective citizenship organization. As the adequate and feasible way to meet this need, the recommendation that the system of public school buildings be used as the system through which this may be accomplished, was soon agreed upon.

A consideration of the absence of constructive public provision for the leisure-time needs of the community showed the need of recreational co-operation. The economical answer was apparently to be found in the use of the public school buildings and grounds as recreation centers.

With the progress of the investigation, it became increasingly apparent that the educational, civic, recreational and economic needs of Ogden can be supplied only by the economizing of money and effort. Thus, the unification of the city administration through combining the work of the school board with that of the municipal commission, the key to the whole situation, came to be seen for what it is—not only an ideal arrangement, but an immediate necessity.

As to the wisdom of making this recommendation at just this time, conferences were held with both the municipal commission and the board of education. Though no official action upon it was asked for or taken, not only did the plan meet with the approval of the members of both boards, but there seemed to be unanimity as to the desirability of the plan's being set forth at once, so that no time may be lost in having it thoroughly considered by the citizens of Ogden and, if approved, that a movement be quickly set on foot for its realization.

The plan cannot be put into operation without legislative enactment. This, instead of being disadvantageous, is a positive advantage. It will assure the full and careful consideration of the plan and its thorough understanding before it can be put into operation.

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